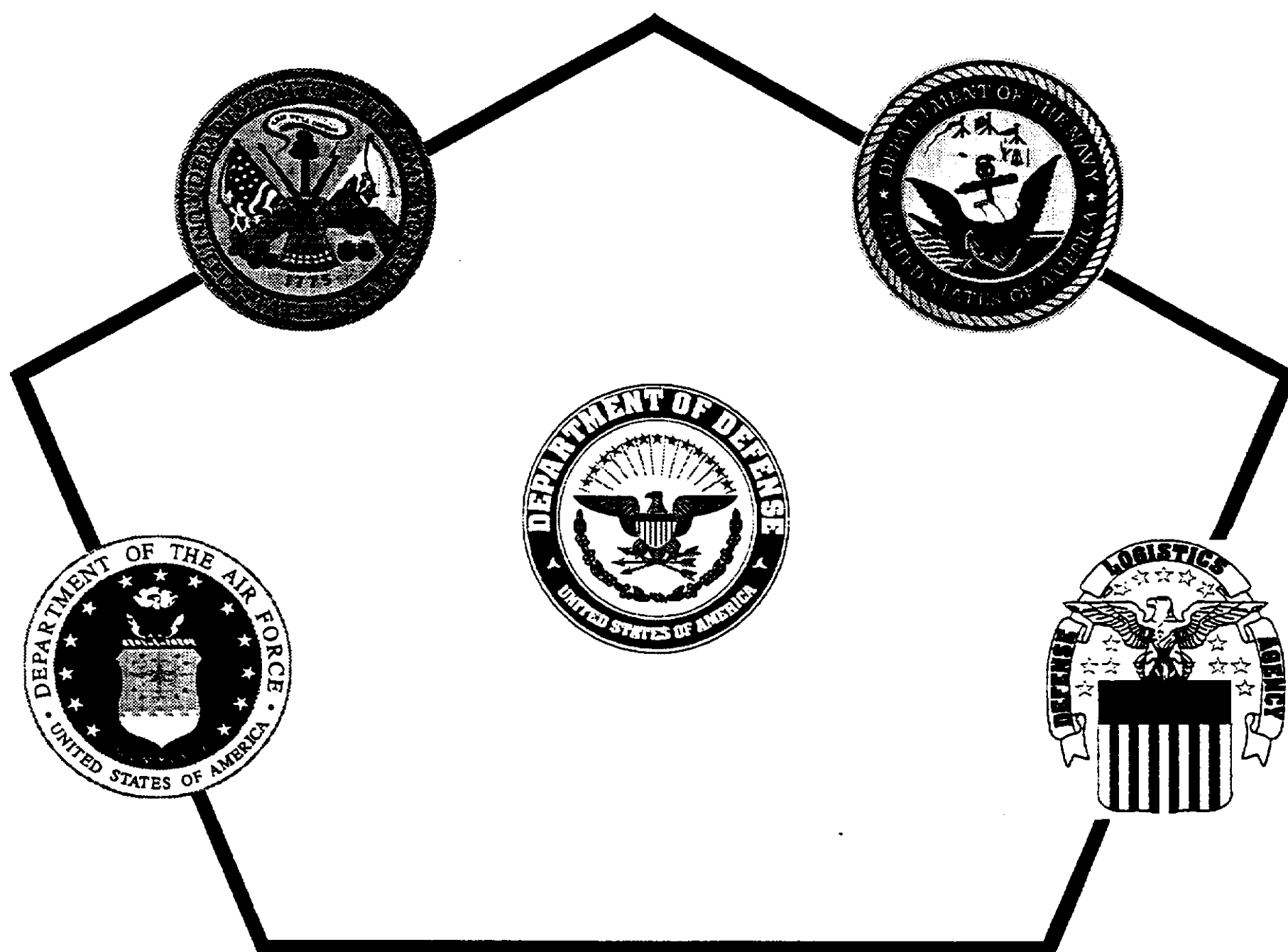


# DEPARTMENT OF DEFENSE

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## Base Reuse Implementation Manual



Guidance for Implementing  
the Base Closure Community Assistance Act of 1993 and  
the Base Closure Community Redevelopment and Homeless Assistance Act of 1994

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DECEMBER 1997

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Office of the Deputy Under Secretary of Defense  
(Industrial Affairs and Installations)



ACQUISITION AND  
TECHNOLOGY

## OFFICE OF THE UNDER SECRETARY OF DEFENSE

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WASHINGTON DC 20301-3000

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### FOREWORD

This Manual is reissued under the authority of DoD Directive 4165.66, "Revitalizing Base Closure Communities and Community Assistance," February 12, 1996. It contains guidance as to the Department's implementation of "Revitalizing Base Closure Communities and Community Assistance" (32 CFR Parts 174, 175, and 176) by providing greater detail about the issues addressed in them. DoD 41 65.66-M, "Base Reuse Implementation Manual," July 1995, is hereby canceled.

This Manual applies to the Office of the Secretary of Defense (OSD), the Military Departments, the Chairman of the Joint Chiefs of Staff, the Defense Agencies, and the DoD Field Activities (hereafter referred to collectively as the "DoD Components"). The guidance provided is effective immediately and is mandatory for use by all the DoD Components.

This Manual was developed and updated by a working group made up of representatives from both OSD and the Military Departments. The goal of the working group was to create a document that could be used Department-wide without additional "Component-specific" instructions. As a result, the Heads of the DoD Components may only issue supplementary instructions, when necessary, to provide for unique requirements within their organizations that are not addressed in this Manual. All supplementary instructions must be approved by the Deputy Under Secretary of Defense (Industrial Affairs and Installations).

Please send your comments and suggestions on ways we can improve this Manual in later printings to: Base Closure and Community Reinvestment Office

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The DoD Components may obtain copies of this Manual through their own publication channels. Approved for public release; distribution unlimited. Authorized registered users may obtain copies of this Publication from the Defense Technical Information Center, 8725 John J. Kingman Road, Suite 0944, Fort Belvoir, VA 22060-6218, <http://www.dtic.dla.mil>. Other Federal Agencies and the public may obtain copies from the U.S. Department of Commerce, National Technical Information Service, 5285 Port Royal Road, Springfield, VA 22161, (703) 487-4600, <http://www.ntis.gov>.

It is my sincere hope that this Manual will make the base reuse process better by providing the Service implementors with common guidance that is flexible enough for site-specific solutions.

John B. Goodman  
Deputy Under Secretary  
(Industrial Affairs and Installations)



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# Acronyms, Abbreviations and Definitions

## Acronyms and Abbreviations

ACM	Asbestos Containing Material
AHPA	Archeological and Historic Preservation Act, 16 U.S.C. § 469
AHERA	Asbestos Hazard Emergency Response Act, Pub. L. 99-519
AIRFA	American Indian Religious Freedom Act, 42 U.S.C. § 1996
AQCR	Air Quality Control Region
ARARs	Applicable or Relevant and Appropriate Requirements
AST	Aboveground Storage Tank
BCCRHA 94	Base Closure Community Redevelopment and Homeless Assistance Act of 1994, Pub. L. 103-421 (known as the “Redevelopment Act”)
BCRA 88	Defense Authorization Amendments and <b>Base</b> Closure and Realignment Act of 1988, Pub. L. 100-526, as amended
BCP	BRAC Cleanup Plan
BCT	BRAC Cleanup Team
BEC	BR4C Environmental Coordinator
BEST	Building Economic Solution Together
BGEPA	Bald and Golden Eagle Protection Act, 16 U.S.C. § 668
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BOQ	Bachelor Officers Quarters
BRAC	Base Realignment and Closure
BTC	Base Transition Coordinator
BCTO	Base Closure and Transition Office
CAA	Clean Air Act, 42 U.S.C. § 7401 et seq., as amended
CATEX	Categorical Exclusion from NEPA environmental impact analysis
CDBG	Community Development Block Grant
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act, 42 U.S.C. § 9601 et seq., as amended
CERFA	Community Environmental Response Facilitation Act, Pub. L. 102-426
CFR	<i>Code of Federal Regulations</i>
c o	Commanding Officer
CWA	Clean Water Act, 33 U.S.C. §§ 1251-1387, as amended
CZMA	Coastal Zone Management Act, 16 U.S.C. 351451-1464
DBCRA 90	Defense Base Closure and Realignment Act of 1990, Pub. L. 101-510, as amended
DDESB	Department of Defense Explosive Safety Board
DEIS	Draft Environmental Impact Statement
DERP	Defense Environmental Restoration Program
DoD	Department of Defense
DOEd	Department of Education

## Acronyms and Abbreviations

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DOI	Department of the Interior
DOJ	Department of Justice
DOT	Department of Transportation
DRMO	Defense Reutilization and Marketing Office
DSMOA	Defense-State Memorandum of Agreement
DWCF	Defense Working Capital Fund
EA	Environmental Assessment
EBS	Environmental Baseline Survey
EDA	Economic Development Administration
EDC	Economic Development Conveyance
EIS	Environmental Impact Statement
E.O.	Executive Order
EPA	Environmental Protection Agency
ERC	Emission Reduction Credit
ESA	Endangered Species Act, 16 U.S.C. §§ 1531-1544
FAA	Federal Aviation Administration
FEIS	Final Environmental Impact Statement
FFA	Federal Facility Agreement
FIFRA	Federal Insecticide, Fungicide and Rodenticide Act, 7 U.S.C. § 136 <i>et seq.</i>
FMV	Fair Market Value
FONSI	Finding of No Significant Impact
FOSL	Finding of Suitability to Lease
FOST	Finding of Suitability to Transfer
FPASA	Federal Property and Administrative Services Act of 1949, 40 U.S.C. § 471 <i>et seq.</i> , as amended
FPMR	Federal Property Management Regulations, 41 CFR Part 101-47
FWCA	Fish and Wildlife Coordination Act, 16 U.S.C. §§ 661-666
GAO	General Accounting Office
GSA	General Services Administration
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
IAG	Interagency Agreement
IRP	Installation Restoration Program
IVDA	Inland Valley Development Authority
LBPPPA	Lead-Based Paint Poisoning Prevention Act, 42 U.S.C. §§ 4801-4846
LRA	Local Redevelopment Authority
MBTA	Migratory Bird Treaty Act, 16 U.S.C. §§ 703-712
NAGPRA	Native American Graves Protection and Repatriation Act, 25 U.S.C. §§ 3001-3013
NAF	Non-Appropriated Fund
NCP	National Oil and Hazardous Substances Pollution Contingency Plan, 40 CFR Part 300
NDAA 92/93	National Defense Authorization Act for Fiscal Years 1992 and 1993, Pub. L. 102-190
NDAA 93	National Defense Authorization Act for Fiscal Year 1993, Pub. L. 102-484

NDAA 94	National Defense Authorization Act for Fiscal Year 1994, Pub. L. 103-160
NDAA 95	National Defense Authorization Act for Fiscal Year 1995, Pub. L. 103-337
NDAA 96	National Defense Authorization Act for Fiscal Year 1996, Pub. L. 104-106
NDAA 97	National Defense Authorization Act for Fiscal Year 1997, Pub. L. 104-201
NEPA	National Environmental Policy Act of 1969, 42 U.S.C. § 4321 <i>et seq.</i> , as amended
NHPA	National Historic Preservation Act, 16 U.S.C. § 470
NOI	Notice of Intent
NPDES	National Pollutant Discharge Elimination System
NPL	National Priorities List
ODUSD(ES)	Office of the Deputy Under Secretary of Defense (Environmental Security)
ODUSD(IA&I)	Office of the Deputy Under Secretary of Defense (Industrial Affairs and Installations)
OEA	Office of Economic Adjustment
OMB	Office of Management and Budget
OSD	Office of the Secretary of Defense
Pub. L.	Public Law
PBC	Public Benefit Conveyance
PBCUA	Public Buildings Cooperative Use Act, 40 U.S.C. 55490, 601a, 606, 611, 612a
PCBs	Polychlorinated Biphenyls
RAB	Restoration Advisory Board
RCRA	Resource Conservation and Recovery Act, 42 U.S.C. § 6901 <i>et seq.</i> , as amended
RLBPHRA	Residential Lead-Based Paint Hazard Reduction Act, Title X of Pub. L. 102-550
ROD	Disposal Record of Decision under NEPA
ROI	Return on Investment
SAAD	Sacramento Army Depot
SASP	State Agency for Surplus Property
SDWA	Safe Drinking Water Act, 42 U.S.C. §§ 300f-300j-26
SIP	State Implementation Plan
SPA	Surplus Property Act of 1944, 50 U.S.C. App. § 1622(d), and 49 U.S.C. §§ 47151-47153, as amended
TSCA	Toxic Substances Control Act, 15 U.S.C. 52601-2671
URARPAPA	Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, Pub. L. 91-646
U.S.C.	<i>United States Code</i>
UST	Underground Storage Tank
WPFPA	Watershed Protection and Flood Prevention Act, 16 U.S.C. § 1001 <i>et seq.</i>
WSRA	Wild and Scenic Rivers Act, 16 U.S.C. § 1271

## Definitions

**Base Closure Law.** The provisions of Title 11 of the Defense Authorization Amendments and Base Closure and Realignment Act (Pub. L. 100-526, 102 Stat. 2623, 10 U.S.C. § 2687 note), or the Defense Base Closure and Realignment Act of 1990 (Pub. L. 101-510, Part A of Title XXIX of 104 Stat. 1808, 10 U.S.C. § 2687 note).

## Acronyms and Abbreviations

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**Closure.** All missions of the installation have ceased or have been relocated. All personnel positions (military, civilian and contractor) have either been eliminated or relocated, except for personnel required for caretaking, **conducting** any ongoing environmental cleanup, and disposal of the base, or personnel remaining in authorized enclaves.

**Communities in the Vicinity of the Installation.** The communities that constitute the political jurisdictions (other than the State in which the installation is located) that comprise the redevelopment authority for the installation. If no redevelopment authority is formed at the local level, and the State is serving in that capacity, the communities in the vicinity of the installation are deemed to be those political jurisdiction(s) (other than the State) in which the installation is located.

**Consolidated Plan.** The plan prepared in accordance with the requirements of 24 CFR Part 91.

**Consultation.** Explaining and discussing an issue, considering objections, modifications, and alternatives; but without a requirement to reach agreement.

**Date of approval.** The date on which the authority of Congress to disapprove Defense Base Closure and Realignment Commission recommendations for closures or realignments of installations expires under Title XXIX of Pub. L. 101-510 (104 Stat. 1808), as amended.

**Excess property.** Any property under the control of a Military Department that the Secretary concerned determines is not required for the needs of the Department of Defense.

**Installation.** A base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility. Such term does not include any facility used primarily for civil works, rivers and harbors projects, flood control, or other projects not under the primary jurisdiction or control of the Department of Defense.

**Local Redevelopment Authority (LRA).** Any authority or instrumentality established by State or local government and recognized by the Secretary of Defense, through the Office of Economic Adjustment, as the entity responsible for developing the redevelopment plan with respect to the installation or for directing implementation of the plan.

**Realignment.** Any action that both reduces and relocates functions and DoD civilian personnel positions, but does not include a reduction in force resulting from **workload** adjustments, reduced personnel or funding levels, skill imbalances, or other similar cause. A realignment may terminate the DoD requirement for the land and facilities on part of an installation. That part of the installation **shall** be treated as “closed” for purposes of this part.

**Representative(s) of the homeless.** A State or local government agency or private nonprofit organization, including a homeless assistance planning board, which provides or proposes to provide services to the homeless.

**Rural.** An area outside a Metropolitan Statistical Area.

**Similar Use.** A use that is comparable to or essentially the same as the *use* under the original lease.

**Substantially equivalent.** Property that is functionally suitable for the proposed use. For example, if the representative of the homeless had an approved application for a building which would accommodate 100 homeless persons in an emergency shelter, the replacement facility would also have to accommodate 100 at a comparable cost for renovation,

**Substantially equivalent funding.** Sufficient funding to acquire a substitute facility. For example, if the approved homeless assistance submission was for an emergency shelter that would accommodate 100 homeless, substantially equivalent funding would mean the funds necessary to acquire a comparable facility at another location.

**Surplus property.** Any excess property not required for the needs and the discharge of the responsibilities of all Federal agencies. Authority to make this determination, after screening with all Federal agencies, rests with the Military Departments.